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ABSTRACT

Adult basic education (ABE) programming efforts in Minnesota for the 1992-93 year were designed to accomplish the following state plan-stipulated goals: (1) continue developing/implementing a statewide ABE delivery system to enable adults (especially disadvantaged adults) with basic skill deficiencies to identify and achieve their personal and occupational goals; (2) continue encouraging development of systems to coordinate and cooperate with all available resources and services that could improve and/or expand delivery of individualized ABE and support and outreach services; (3) continue providing for and expanding the quality and availability of ABE staff development activities to help adult educators facilitate self-directive, practical, and personalized learning; (4) continue encouraging the development, adoption, and adaptation of innovative, effective, and cost-efficient methods and techniques for providing appropriate and timely adult learning options; and (5) continue developing and implementing a management system that adequately addresses the requirements stipulated in state and federal legislation. Compared to the previous year, enrollment in Minnesota ABE classes was up 3.8% in 1992-93, enrollment in English-as-a-Second-Language classes was up 8.0%, average attendance was up 14.2%, student completion of personal education plans was up 27.6%, and total program costs were up 9.92%. (MN)

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ED 367 841

MINNESOTA ADULT BASIC EDUCATION

ANNUAL PERFORMANCE/NARRATIVE REPORT

FISCAL YEAR 1992-1993

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Submitted as the

Annual Performance Report of the Adult Education State Programs
Operated Under the Authority of the
Federal Adult Education Act
Public Law 91-230

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Minnesota Adult Basic Education
Annual Performance Report Narrative
1992-1993 Program Year

Adult education in Minnesota is organized as a statewide delivery system that utilizes different funding sources, different support services and different providers as necessary to help eligible adults learn to address their own concerns as they master academic, problem-solving, evaluation, and other coping skills needed for them to become more self-directed and self-sufficient.

The purposes of the adult education activities to be carried out under this statewide delivery system are to: Improve the educational opportunities for adults who lack the level of literacy and other basic skills needed for effective citizenship and productive employment; Expand and improve the current system for delivering adult education, especially the delivery of such services to educationally and economically disadvantaged adults with basic skills proficiency levels below the sixth-grade equivalent; and Encourage the establishment of adult education programs that: Enable adults to acquire basic educational skills needed for literate functioning; Provide adults with sufficient basic education to enable them to benefit from job training and retraining programs and to obtain and retain productive employment so they more fully enjoy the benefits and responsibilities of citizenship; Enable adults who so desire to continue their education to at least the level equivalent to secondary school completion; and Provide adult education and support services that enable adults to identify and plan to achieve their own individual learning goals and objectives in a timely and efficient manner.

Results of programming efforts for the 1992-1993 year are discussed below in conjunction with each State Plan goal intended to strive toward those purposes.

GOAL I: Continue developing and implementing a statewide Adult Basic Education delivery system that will: Enable adults with basic skills deficiencies throughout the State, especially educationally disadvantaged adults, to identify and achieve their personal educational and occupational goals in an appropriate, effective and efficient manner, and Provide for needed adult learning and support services through collaborative agreements with the agencies and organizations most willing and able to reach appropriately the adults with basic skills deficiencies, especially educationally disadvantaged adults.

1.a. Funding availability was announced in the State REGISTER, the official announcement journal, in CONNECTIONS, our adult education newsletter with a circulation of 4,000, and through direct mailings to all known interested parties, corrections facilities and previously funded agencies. Well-attended two-day workshops were held in Northern Minnesota, the Twin Cities Metropolitan Area and in Southern Minnesota to discuss all aspects of the application, approval and funding processes, and to provide sessions on program design, program evaluation, resource coordination, staff development and

other aspects of effective programming, as well as to revisit the Indicators of ABE Program Quality.

Applications received represented more than 300 public school districts and more than 400 other agencies, including libraries, voluntary literacy tutoring groups, American Indian reservations and community groups, Mutual Assistance Associations, correctional facilities, job training agencies, community-based organizations and other public and private non-profit organizations. All of these school districts and other agencies are organized in 55 ABE projects.

1.b. This was the fourth-year that each applicant has been required to evaluate its prior-year performance, and describe its plans for improving adult learning opportunities. Individual time slots at the regional workshops as well as on-site visits and telephone contacts were scheduled to go over these narratives and provide technical assistance in implementing improvements.

And this was the first year since State law was changed to allow multi-year program approval that some projects had to reapply for funding but not program approval. Approximately half of the projects had met the criteria in the State ABE law for two-year approval, and therefore did not have to prepare a narrative performance report. Criteria for multi-year approval are:

Adult basic education programs may be approved under this subdivision for up to two years. Two-year program approval shall be granted to an applicant who has demonstrated the capacity to:

(1) offer comprehensive learning opportunities and support service choices appropriate for and accessible to adults at all basic skill need levels;

(2) provide a participatory and experiential learning approach based on the strengths, interests, and needs of each adult, that enables adults with basic skill needs to:

(i) identify, plan for, and evaluate their own progress toward achieving their defined educational and occupational goals;

(ii) master the basic academic reading, writing, and computational skills, as well as the problem-solving, decision-making, interpersonal effectiveness, and other life and learning skills they need to function effectively in a changing society;

(iii) locate and be able to use the health, governmental, and social services and resources they need to improve their own and their families' lives; and

(iv) continue their education, if they desire, to at least the level of secondary school completion, with the ability to secure and benefit from continuing education that will enable them to become more employable, productive, and responsible citizens;

(3) plan, coordinate, and develop cooperative agreements with community resources to address the needs that the adults have for support services, such as transportation, flexible course scheduling, convenient class locations, and child care;

(4) collaborate with business, industry, labor unions, and employment-training agencies, as well as with family and occupational education providers, to arrange for resources and services through which adults can attain economic self-sufficiency;

(5) provide sensitive and well-trained adult education personnel who participate in local, regional, and statewide adult basic education staff development events to master effective adult learning and teaching techniques;
(6) participate in regional adult basic education peer program reviews and evaluations; and
(7) submit accurate and timely performance and fiscal reports.

1.c. The integrated single application and annual performance report form allowed application to be made for program approval and funding from Federal Basic Grants, State ABE Aid, Local ABE Levy, and State Private Non-Profit Contracts. The same application form also enables approved projects to access State and Federal welfare reform, job-training, child-care and transportation dollars that become available for our shared clientele.

1.d. After more than five years of public hearings and comment periods and re-writings, we were able to finalize Minnesota's Indicators of ABE Program Quality. The general feeling is that what we came up with is not learner-centered enough, and needs to be reworked as we practice using the Indicators for on-site program reviews. Local adult educators and the agency personnel with whom we collaborate report, however, that the current document is a good starting point.

1.e. A State law creating a new, more equitable ABE funding formula went into effect. The formula itself, however, cannot take effect until the State ABE appropriation rises beyond the current "hold-harmless" level.

1.f. End-of-program-year statistics show the following:

	1991-1992	1992-1993	Change
Total Enrollment	54,931	54,106	-1.5%
Total Participants	45,348	42,232	-6.9%
All ESL Levels:	11,202	12,097	+8.0%
All ABE Levels:	18,839	19,557	+3.8%
All ASE Levels:	15,307	10,578	-30.9%
Average Attendance Hours:	66.02	75.42	+14.2%
Total Separations:	7,396	5,942	-19.7%
Completed Personal Ed. Plan:	14,040	17,912	+27.6%
State Cost / Participant:	$133.37	$139.07	+4.3%
Federal Cost / Participant:	$65.28	$81.88	+25.4%
Total Cost / Participant:	$389.50	$428.12	+9.92%

While the number of adults attempting to enter ABE programs is rising, the number who are able to be served is declining. State, local and Federal funding sources have not kept pace with the demand. A new State program that allows economically-JTPA-eligible adults older than 21 to return to high school and generate "foundation aid" has reduced the adult secondary enrollment significantly. (The "foundation aid" payment

for these adults is 14.3 times higher than what would be available through ABE, if there were any extra ABE money with which to serve them.)

Some good news is that the average number of hours that each ABE participant persisted in the program increased significantly -- more than 14 percent. The number of participants who separated from the program prior to completing their personal education plans dropped by nearly 20 percent. And the number of participants who completed their personal education plans increased by nearly 30 percent, in spite of the reduced number of participants.

GOAL II: Continue encouraging the development of systems for coordinating and cooperating with all available resources and services that could improve and/or expand the delivery of individualized ABE and support and outreach services to adults throughout the State with basic skills deficiencies, especially to educationally disadvantaged adults.

2.a. We encourage, in the application process, during monitoring and other site visits, in ABE management seminars and ABE staff development events, and during evaluations, that all education, resource and service providers in the service area that may be of benefit to individual adult learners be involved in the ABE project. For the past two years, we also have encouraged that community-wide local planning, coordination and advisory teams be organized consisting of all the education and support service providers, libraries, business and industry, welfare reform and job training agencies, etc., in the area.

2.b. Since 1979, we have provided resource fairs and training in how to work collaboratively with community services at least twice each year for ABE administrators and instructors. In an attempt to "model" collaborative relations, the Adult Basic Education office works very closely with the State departments of Human Services (public assistance), Jobs and Training (JTPA), Corrections, with the Higher Education Coordinating Board, the Community College System, and the State Board of Vocational-Technical Education.

2.c. Through the Minnesota Interagency Adult Learning Council, we attempt to coordinate adult education related activities across State agencies and among councils representing each racial/ethnic/linguistic group. Officially a mechanism for increasing collaborative efforts, the Interagency Adult Learning Council has provided team-building grants to communities, community-based organizations and adult basic education programs throughout the State to encourage collaboration for the benefit of adult learners.

2.d. A group of Literacy Training Network ABE Training Facilitators specializing in ABE program improvement and development activities finished developing, piloting and training folks to participate in ABE Peer Program Reviews. As stated in Objective II.2, this process is intended *to utilize personnel from successful existing integrated ABE programs in developing, modeling and helping others to reproduce these effective designs so that more local program personnel are able to implement successful adult learning techniques that improve or expand appropriate learning opportunities for disadvantaged adults.*

The Peer Review Process is paid for with Section 353 funds to improve local programs. But to ensure that local program personnel are direct and forthright with their peers and with their own self-assessment process, copies of the written reports resulting from the visits are not sent to the State. The Peer Review Process, however, will be coordinated with the Indicators of ABE Program Quality and the statewide evaluations.

2.e. We are continuing to work on developing new interagency agreements on ABE related to welfare reform, food stamps, Community Colleges and Technical Colleges. The formal interagency agreement through which we provided adult refugee ESL and work-force education ended when Federal refugee resettlement dollars ended. (Our inter-agency agreement also funded adult refugee ESL, so this action resulted in a loss of $650,000 per year to local ABE programs.)

2.f.

Separations Due To:	1991-1992	1992-1993	Change
Transportation Problems	267	443	+65.9%
Child Care Difficulties	430	443	+3.0%

Overall, separations prior to completing Personal Education Plans have decreased. Separations due to transportation and child care difficulties, however, have increased. Part of this problem is due to funding: it is no longer feasible to operate the many part-time, sparsely attended sites that we have had in rural areas throughout the State. Transportation and child care are much harder to arrange in rural areas. Another difficulty was due to the welfare reform changes: Minnesota had been operating under an exemption from the Federal model; when the State was required to revert to the Federal JOBS guidelines, many hundreds of adults who had been clients of PATHS, the State's welfare reform effort, were no longer eligible, and lost their child care and transportation subsidies to attend ABE.

GOAL III: Continue providing for, and expanding the quality and availability of, adult basic education staff development activities that better prepare program personnel to facilitate the self-directive, practical, and personalized learning that best enables adults to achieve their individual goals.

3.a. Through the Literacy Training Network, we provide 16 regional and three statewide ABE teacher training events for more than 900 adult educators and one statewide and three regional seminars for more than 200 adult education administrators, lead teachers, and site coordinators. In addition, through the Minnesota Literacy Council, we provide Laubach, Literacy Volunteers of America, ESL, and volunteers in the classroom training for volunteer tutors, volunteer coordinators and tutor trainers.

3.b. Our promoting of practitioner-researchers emphasizes self- and peer reflection about ABE practices. We developed, and trained people to use, both ESL and ABE staff observation instruments to formalize this reflective practice. Levels of Training have been drafted to guide adult education professionals in planning and providing for their own continuing development. We participated in the Pelavin Associates evaluation of staff development activities, and the Minnesota Literacy Training Network system was chosen as the only statewide one of nine national models.

3.c. In addition, continuing education for ABE Training Facilitators has continued to investigate new and promising practices, including all the Pelavin Associates training modules, as well as to continue improving interpersonal skills needed for their own self-direction, for peer mentoring and for peer observations.

3.d. An outside evaluation of the statewide Literacy Training Network showed that adult educators and their managers were pleased with the training being provided, and felt that inservice education, plus the increased communication and information-sharing through the publication of CONNECTIONS, was improving the quality of ABE. The adult educators who do not participate in the regional or statewide LTN training claimed that their full-time non-ABE positions and their very limited ABE hours were to blame.

GOAL IV: Continue encouraging the development, adoption and adaptation of innovative, effective and cost-efficient methods and techniques for providing appropriate and timely adult learning options, especially non-traditional opportunities that promise to involve educationally disadvantaged adults in developing and mastering personal self-sufficiency plans.

4.a. In addition to the Section 353 Special Projects, Staff Development activities, and networking, the Adult Basic Education office has sponsored participatory task-teams working on, looking at and experimenting with: learner-centered assessment; revision of the Levels of Training for adult educators; learner-centered evaluation; outcome-based education, and funding equity and simplification. And we have been working with local ABE providers to begin working on standardizing and computerizing data collection and reporting.

4.b. With the demise of Federal refugee resettlement funds, we have been sponsoring additional ESL, ESL-Family Literacy, and ESL-Workforce Education staff and program training events to cope with Minnesota's large and continuously growing refugee and immigrant populations.

4.c. Family Literacy, Workforce Education and ESL, separately and in combination, are the growth areas for ABE in Minnesota. Collaboration will continue with Even Start, Head Start, Early Childhood Family Education, business, industry, labor, welfare reform and other resources and services with which to help meet these growing needs.

GOAL V: Continue developing and implementing a management system, at both the local and the state levels, that adequately addresses the programmatic and fiscal requirements of the Minnesota State Plan for Adult Education and the Federal Adult Education Act.

5.a. We have been working with local ABE project personnel, task teams of adult educators and other sections of the Minnesota Department of Education to standardize and simplify the student accounting and fiscal reporting systems. Task teams have been working on a peer program review system to augment both the State's monitoring and evaluation functions, and to provide another avenue for staff development. One task team was successful in working with the Minnesota Legislature to permit multi-year program approval, beginning with the 1992-1993 program year. In addition, for the past few years, and again this year, we sponsored public hearings on our Rules of Finger, which are proposed to become Rules of Thumb or performance standards.

5.b. As already mentioned under other goals above, we have been working with other provider, resource and service agencies to coordinate and collaborate in order to provide better services to learners. Our staff development and task team efforts are fully participatory, open, and led by front-line adult educators.

5.c. A new statewide evaluation was conducted during the Spring and early Summer of 1993 by an outside evaluation group. It used the Indicators of ABE Program Quality to interview administrators, teachers and learners in a methodology designed to produce more effective systems of data collection and analysis, of program review and evaluation, and of collecting "in-put" to the Indicator development process.

5.d. Graduate credit become available through the University of St. Thomas for participants in Department of Education and LTN-sponsored ABE training events who complete an extra practitioner-research project paper.

DIVISION OF ADULT EDUCATION
OFFICE OF VOCATIONAL AND ADULT EDUCATION
WASHINGTON, D.C. 20202-5515

PROGRAM YEAR 1993
PERIOD COVERED: FROM July 1, 1992 to June 30, 1993

ANNUAL PERFORMANCE REPORT
FOR THE ADULT EDUCATION STATE-ADMINISTERED PROGRAM
PART I - STATISTICAL

STATE OF MINNESOTA

TABLE 1. Enter the number of participants by educational functioning level, population group, and sex.

Educational Functional Level	PARTICIPANTS BY POPULATION GROUP AND SEX										
	American Indian or Alaskan Native		Asian or Pacific Islander		Black not of Hispanic Origin		Hispanic		White not of Hispanic Origin		Total (columns B-K)
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)	(J)	(K)	(L)
Beginning ESL	8	16	1,515	2,276	144	201	1,302	694	479	616	7,251
Intermediate ESL	8	11	758	1,040	91	83	415	288	201	328	3,223
Advanced ESL	3	4	367	504	36	60	177	154	124	198	1,627
Beginning ABE	394	332	322	309	2,174	992	401	288	3,103	1,964	10,279
Intermediate ABE	409	479	141	166	1,260	1,050	290	208	2,682	2,594	9,279
Adult Secondary	407	436	124	103	586	575	281	209	3,732	4,120	10,573
Total	1,229	1,278	3,227	4,398	4,291	2,961	2,866	1,841	10,321	9,820	42,232

See definitions of the different educational function levels.
An enrollee should be included in the racial/ethnic group to which he or she appears to belong, identifies with, or is regarded in the community as belonging. However, no person should be counted in more than one group (See definitions for population groups on pages 2-3.

TABLE 2. Enter the number of participants by age, population group, and sex.

Age Group	PARTICIPANTS BY POPULATION GROUP AND SEX										
	American Indian or Alaskan Native		Asian or Pacific Islander		Black not of Hispanic Origin		Hispanic		White, not of Hispanic Origin		Total (Columns B-K)
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)	(J)	(K)	(L)
16-24	569	600	686	847	1,207	1,240	860	658	3,679	3,689	14,035
25-44	557	571	1,841	2,701	2,683	1,536	1,699	940	5,105	4,436	22,069
45-59	91	93	574	681	365	157	283	205	1,241	1,325	5,015
60 +	12	14	126	169	36	28	24	38	296	370	1,113
TOTAL	1,229	1,278	3,227	4,398	4,291	2,961	2,866	1,841	10,321	9,820	42,232

Based on participant's age at the time of the first class attended during the program year.

TABLE 3. Enter the number of participants for each of the categories listed.

PARTICIPANT PROGRESS AND SEPARATION DATA BY EDUCATIONAL FUNCTION LEVEL Number of Participants					
Educational Functioning Level	Number Started (at each level)	Number Started that Completed that Level	Number Progressing in Same Level	Number Separated from each Level before Completing that Level	Number Started at each Level that moved to a Higher Level
(A)	(B)	(C)	(D)	(E)	(F)
Beginning ESL	7,252	3,185	3,050	1,017	2,635
Intermediate ESL	3,222	1,252	1,514	456	932
Advanced ESL	1,623	604	763	256	448
Beginning ABE	10,289	3,405	5,003	1,881	1,951
Intermediate ABE	9,268	3,365	4,323	1,578	1,836
Adult Secondary Education	9,077	4,247	3,602	1,230	
Adult High School Diploma	1,501	679	633	189	
Total	42,232	16,737	18,888	6,607	7,802

TABLE 4. Number of participants leaving the program before completing their objectives and their reasons for separation. Participants may fit more than one category and may be reported under as many categories as apply.

REASONS FOR SEPARATION	NUMBER OF PARTICIPANTS
(A)	(B)
Health Problems	414
Child Care Problems	443
Transportation Problems	443
Family Problems	484
Location of Class	107
Lack of Interest, Instruction not Helpful to Participant	353
Time the Class or Program was Scheduled	588
Changed Address or Left Area	1,093
To Take a Job	825
Other Known Reasons	
a. Better Job	208
b. Released from Institution	1,656
c. Advanced to other Education	827
d. Left Shelter	124
Unknown Reasons	1,799

TABLE 5. Enter the number of participants for each of the categories listed. Participants may fit more than one category and may be reported under as many categories as apply. (See list of definitions for description of categories on pages 4-5).

STATUS OF PARTICIPANTS UPON ENTRY INTO THE PROGRAM	NUMBER OF PARTICIPANTS (may be duplicated)
(A)	(B)
Disabled Adults	5,697
Adults in Rural Areas	7,486
Adults in Urban Areas with High Rates of Unemployment	17,318
Homeless Adults	591
Adults in Correctional Facilities	7,724
Other Institutionalized Adults	608
Employed Adults	9,729
Unemployed Adults	19,535
Adults on Public Assistance a. General Assistance b. AFDC c. Other Public Assistance	16,157 4,642 6,726 4,789
Other	5,914

TABLE 6. Report the number of participants in your program(s) who had achievements in the listed areas during the reporting period. Participants who have several achievements may be listed more than once.

PARTICIPANT ACHIEVEMENT	NUMBER OF PARTICIPANTS
EDUCATIONAL	
Obtained an Adult High School Diploma	1,307
Passed at least one GED Test	5,381
Completed Learning Plan	17,912
Were in General Assistance/Work Readiness and Entered Post-Secondary Training	168
Were Receiving AFDC and Entered Post-Secondary Training	351
Were Receiving Other Public Assistance and Entered Post-Secondary Training	182
Advanced to Higher Education or Other Post-Secondary Training	2,611
SOCIETAL	
Received U.S. Citizenship	331
Registered to Vote or Voted for the First Time	372
ECONOMIC	
Were Employed and Retained Employment or Obtained Job Advancement	3,183
Were Not Employed and Secured Employment	1,949
Were Receiving General Assistance/Work Readiness and Got a Job	618
Were Receiving AFDC and Got a Job	423
Were Receiving Other Public Assistance and Got a Job	290
Were Removed from Public Assistance	692
OTHER	
All Other	175

TABLE 7. Report the number of participants and the number of classes by time and location.

LOCATION OF CLASS	NUMBER OF PARTICIPANTS	NUMBER OF DAYTIME CLASSES	NUMBER OF EVENING CLASSES	NUMBER OF SITES OPERATING FULL-TIME PROGRAMS (25+ HOURS UNDUPLICATED)
(A)	(B)	(C)	(D)	(E)
SCHOOL BUILDING				
Elementary/Secondary School	5,038	505	1,735	10
Community College (Junior College, Technical Institute, etc.)	2,208	93	250	4
4-Year College	58	1	0	0
OTHER LOCATIONS				
Learning Center	15,282	2,171	744	49
Correctional Institution	7,409	901	92	19
Institution for the Disabled	305	30	1	4
Work Site	717	228	201	8
Library	320	63	52	1
CBO Center	5,316	1,115	277	7
Home or Home-based	382	48	2	0
Family Literacy Center	820	413	8	3
Other	2,053	200	79	3
Volunteer Tutoring	2,144			5
Television/Cable	180			1
Total	42,232	5,768	3,441	114

TABLE 8. Enter an unduplicated count of personnel by function and job status (See definitions of functions on pages 7).

FUNCTION — Organizational Placement and Type of Job Performed	ADULT EDUCATION PERSONNEL		
	Paid Personnel		UNPAID VOLUNTEERS
	Total Number of Part-Time Personnel	Total Number of Full-Time Personnel	
(A)	(B)	(C)	(D)
State-Level Administrative/Supervisory/Ancillary Services	5	2	0
Local-Level Administrator or Manager	33.8	26	4
Local Evaluator or Staff or Curriculum Coordinator	12.5	10	0
Local Licensed Instructional Staff (Lead Teacher, Instructor, Coordinator of Volunteers, etc.)	839.25	73	21.05
Local Counselors	59.3	5	18
Local Non-Licensed Staff (Paraprofessionals, Outreach Worker, Volunteer Coordinator, Volunteer, etc.)	260	92	3,166.75